HISTORIC PRESERVATION MATTERS CONTEXTS & SURVEYS

City of Santa Clara April 27, 2011

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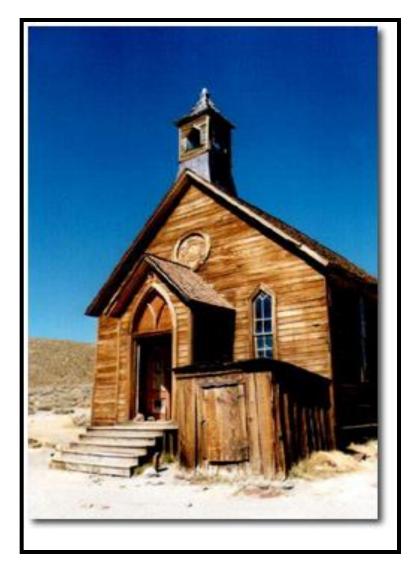




National Historic Preservation Act

1966

- Historic Preservation Fund
- National Register of Historic Places
- Advisory Council on Historic Preservation
- Established State Historic
 Preservation Officers and State
 Commissions
- Certified Local Government
 Program (CLG) (1980 Amendments)



- Methodist Church, Bodie SHP

www.ohp.parks.ca.gov



OFFICE OF HISTORIC PRESERVATION

Welcome to OHP

CALIFORNIA STATE PRESERVATION PLAN LISTENING SESSION

The Office of Historic Preservation will be holding a series of listening sessions throughout the state to gather input for our next Statewide Historic Preservation Plan for California. The last state plan came out in 2008, and our goal is to have a new one in place by late 2011 or early 2012. You may review the 2008 State Plan here.

What historic preservation issues and goals should be part of the next Statewide Historic Preservation Plan? Share your thoughts with us at one of the upcoming listening sessions. Sessions have been held in Sacramento and Los Angeles

OHP Oakland Listening Session

Thursday, April 14, 6:00-8:00 PM African-American Museum and Library at Oakland 649 14th Street, Oakland, CA

Please RSVP (calshpo@parks.ca.gov or 916 445-7000)

For parking and transit information, visit the African American Museum and Library at Oakland.

OHP Santa Monica Listening Session May 18, Details forthcoming.

In addition to the listening sessions, there will be other forms of public outreach for the plan. To make sure you're informed about them, sign up for the State Plan email list by sending a message asking to be included on the list to calshpo@parks.ca.gov. You can also follow us on Facebook or Twitter—see the link on the upper right corner of this page.

JOIN US ONLINE



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STAFF PHONE NUMBERS

MISSION

The mission of the Office of Historic Preservation (OHP) and the State Historical Resources Commission (SHRC), in partnership with the people of California and governmental agencies, is to preserve and enhance California's irreplaceable historic heritage as a matter of public interest so that its vital legacy of cultural, educational, recreational, aesthetic. economic, social, and environmental benefits will be maintained and enriched for present and future generations. More about OHP

Statewide Historic Preservation Plan

EARLY PRESERVATION EFFORTS





Mount Vernon

Sutter's Fort





RECENT PRESERVATION DIRECTIONS



Neighborhoods & Historic Districts

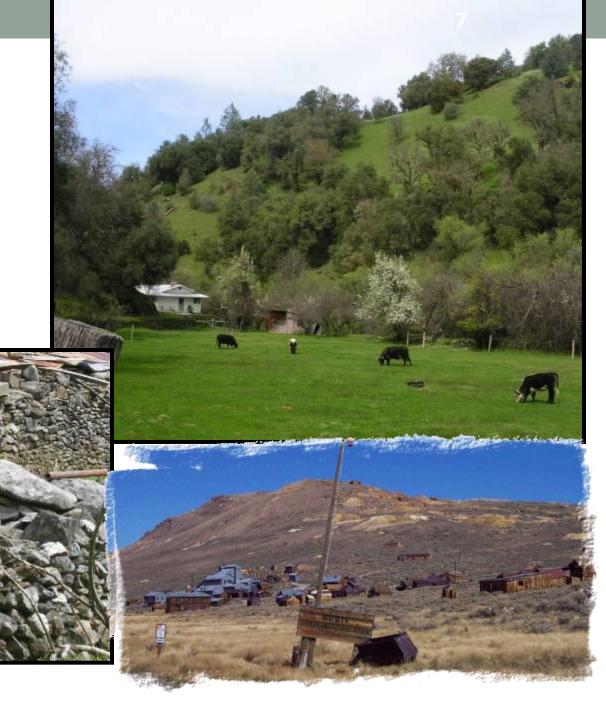




Cultural Diversity



Cultural Landscapes





Resources associated with the Recent Past







Adaptive Reuse

Sustainability





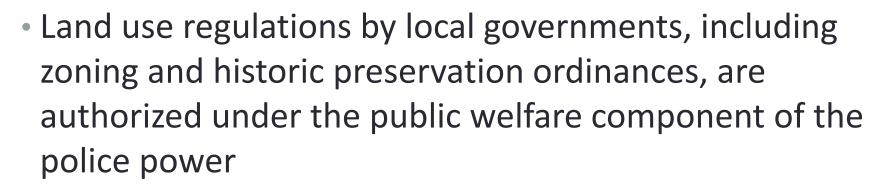


Revitalization

Heritage Tourism

HISTORIC PRESERVATION AT THE LOCAL LEVEL

- Enabling authority comes from:
 - U. S. Constitution
 - U. S. Supreme Court
 - California Constitution
 - California Statutes

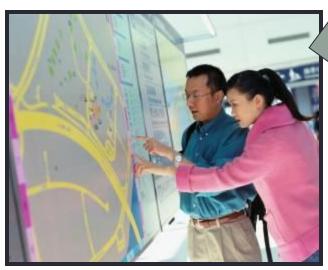




HISTORIC PRESERVATION AT THE LOCAL LEVEL

- Shift of program responsibility from historical societies and museums to local governments
- Historical societies & other organizations remain strong & important advocates
- Preservation integrated into to land use planning
- Professional and citizen planners (commissioners) charged with local decision making





COMPREHENSIVE HISTORIC PRESERVATION PROGRAM

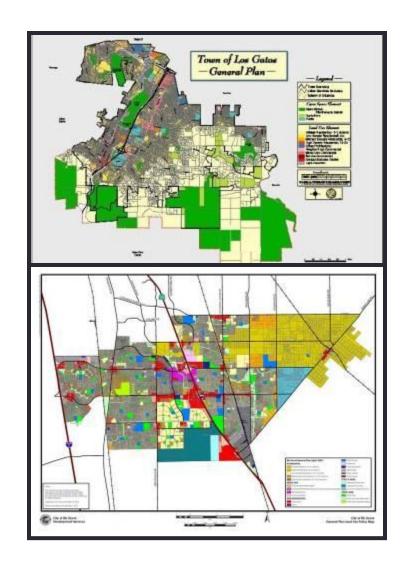


- Element
- Ordinance
- Preservation Commission
- Contexts & Surveys
- Economic Benefits & Incentives
- Education, Technical
 Assistance & Outreach

GOAL: Integrate historic preservation into local landuse planning

GENERAL PLAN: HISTORIC PRESERVATION ELEMENT

- General Plans represent the only formal, unified overview of the quality of life in a community
- Identify long-term goals and policies for community growth and development
- General Plans are the place to link historic preservation into land use planning



PRESERVATION ORDINANCE

- ✓ Provides the policy for protection of historic properties
- ✓ Establishes an objective and democratic process for designating resources
- ✓ Protects the integrity of designated historic properties through design review
- ✓ Authorizes design guidelines for new development within historic districts
- ✓ Stabilizes declining neighborhoods and protect and enhance property values through incentives and protections



ORDINANCE KEY ELEMENTS

- Purpose
- Enabling Authority
- Preservation Commission
- Designation Procedures & Criteria
- Actions subject to Review
- Economic Effects
- Enforcement



- Appeals
- Definitions
- Severability

PRESERVATION ORDINANCE



"The preservation ordinance is nothing more than local legislation enacted to protect buildings and neighborhoods from destruction or insensitive rehabilitation. . ."

Pratt Cassity, Maintaining Community Character: How to Establish a Local Historic District, NTHP, 2002

PRESERVATION COMMISSION

Scope of Powers

- Maintain local inventory
- Designation
- Review and Comment on projects involving historic resources
- Make recommendations
- Incentives
- Public education

Relationship with Planning Commission, City Council, and other agencies



Other Local Preservation Tools

- Local recognition Designation/Registration
- Design Guidelines
- Incentives Mills Act, SHBC
- Regulations & Enforcement
- Technical Assistance
- Education
- Public involvement



DESIGNATION OF HISTORICAL RESOURCES



- Provides protection
- Use local criteria that match National Register and California Register to facilitate CEQA and Section 106 reviews
- Provide clear criteria for eligibility
- Think in terms of historic zoning – HPOZs; Conservation Districts, etc.

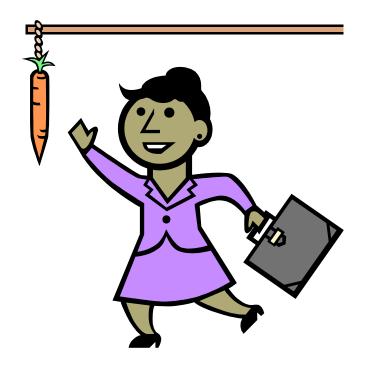
DESIGN GUIDELINES

- Based on analysis of the character-defining features
- Basis for objective decision-making
- Improve the quality of physical changes
- Protect existing architectural character
- Prevent incompatible infill or alterations
- Protect the value of real estate investments
- Encourage preservation by private owners



INCENTIVES

- Mills Act; Williamson Act
- Federal tax credits
- State Historic Building Code
- Waiver or reduce permit fees
- Variances
- Parking reductions
- Preservation easements
- Official recognition/Awards
- Grants
- Loans



* Make it easy for people to preserve and difficult to adversely affect or demolish

BENEFITS OF A COMPREHENSIVE PRESERVATION PROGRAM

CREDIBILITY

 Consistency with federal and state laws that have stood the test of time and court decisions

PREDICTABILITY

- Know ahead of time how properties will be treated in regulatory procedures and code enforcement
- Insulates the preservation program from charges of being arbitrary and capricious

BENEFITS OF A COMPREHENSIVE PRESERVATION PROGRAM

STREAMLINING

- Brings clarity to question of what resources are significant when comes to CEQA
- Use of Secretary's Standards allows CEQA exemptions
- Use of National Register/California Register criteria and Secretary of the Interior's Standards integrates local, state, and federal levels of review

BENEFITS OF A COMPREHENSIVE PRESERVATION PROGRAM

INVOLVEMENT

- Brings local preservation boards and commissions into broader land use planning and project approval processes
- Builds on local initiative and incorporate efforts and expertise of grass-roots preservation groups in local policy making



CERTIFIED LOCAL GOVERNMENT PROGRAM

National Park Service Program

- Provides overall rules
- Provides some funding

Administered by State Office of Historic Preservation

OHP's role remains advisory

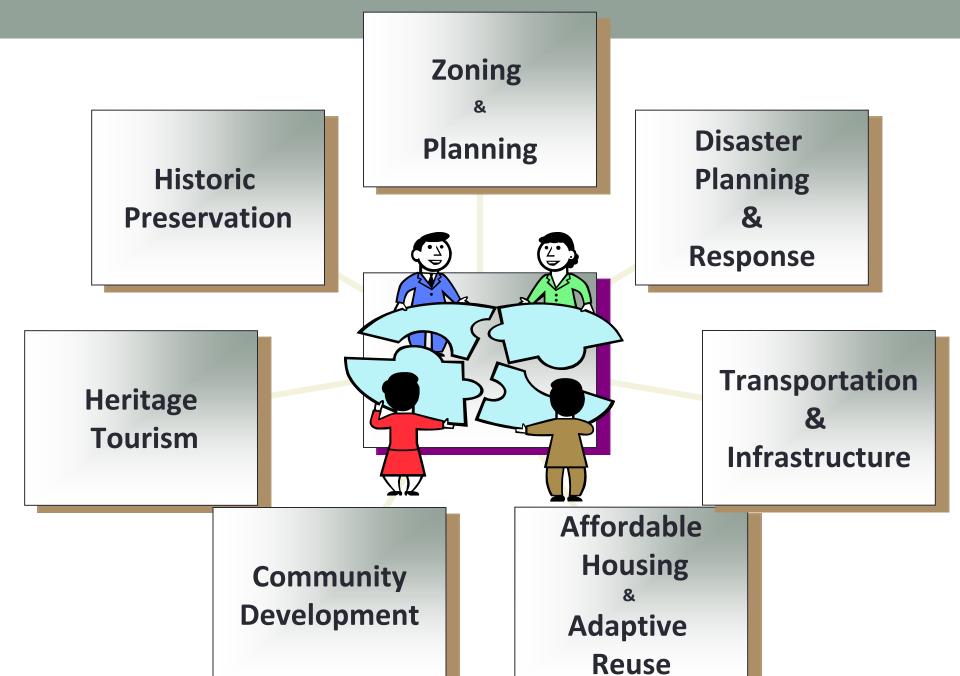


Local governments carry out the program

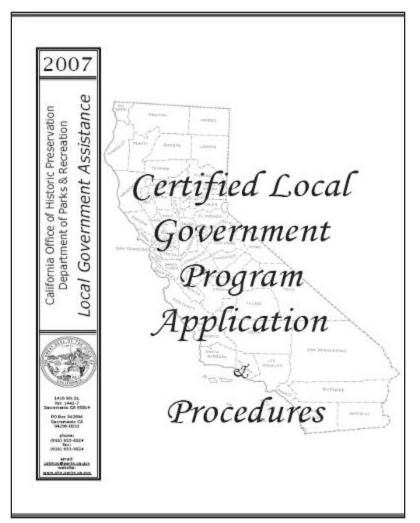
- Partnership with federal and state government
- Autonomy Neither the NPS or OHP have regulatory authority over local governments

Primary Goal

Integrate historic preservation into land-use planning



CERTIFICATION REQUIREMENTS



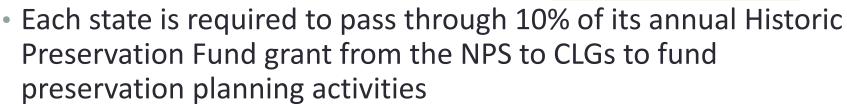
- Enforce appropriate local & state legislation for the designation and protection of historic properties
- Establish qualified historic preservation commission
- System for survey & inventory of historic properties @ Secretary of the Interior's Standards for Identification and Evaluation
- Provide for public participation in local historic preservation program

BENEFITS OF BEING A CLG

TECHNICAL ASSISTANCE

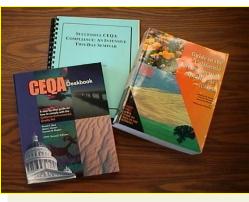
- CLG listserv hosted by SHPO
- Training
- Consultation

CLG GRANTS



Maximum is \$25,000 (60% grant 40% match – cash or in-kind

SUPPORT for and **RECOGNITION** of the aesthetic, economic, and social values of historic preservation to the community



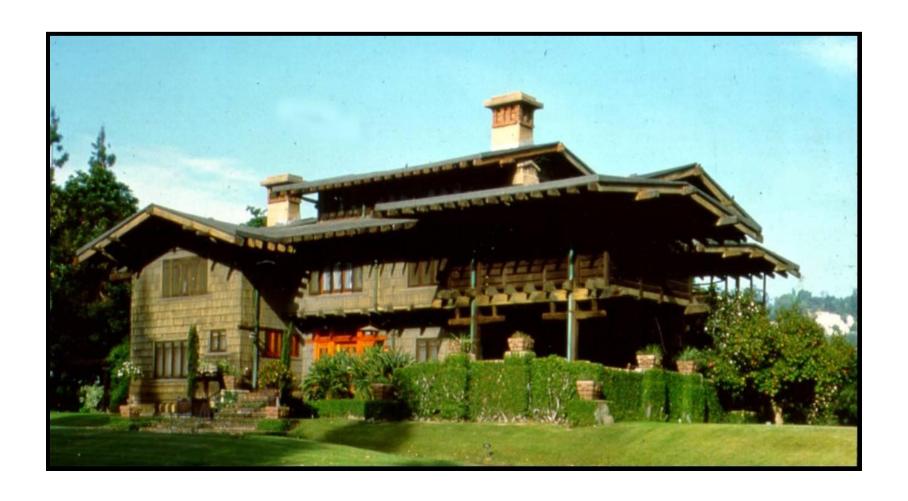
HISTORIC RESOURCES = A\$\$ET\$

Wise management of assets

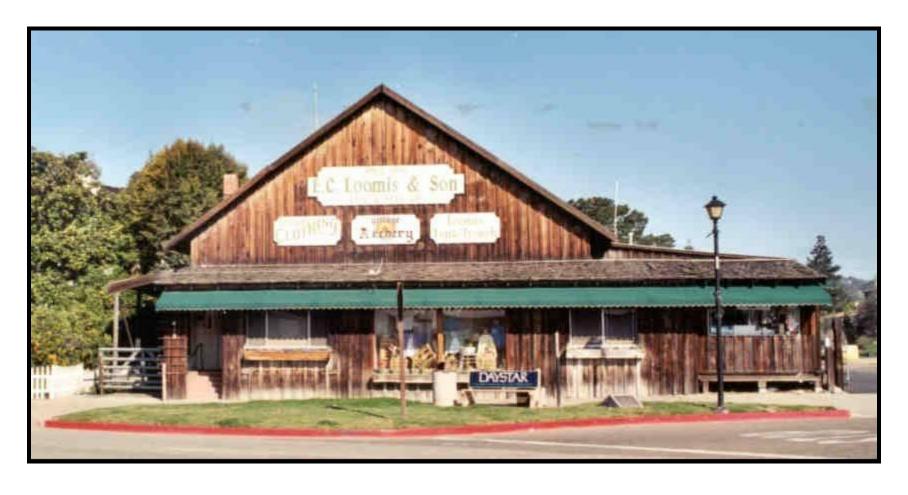
- Respect value
- Prolong life
- Effective use
- Multiple benefits
- "Stewardship"



HISTORIC RESOURCE?



HISTORIC RESOURCE?

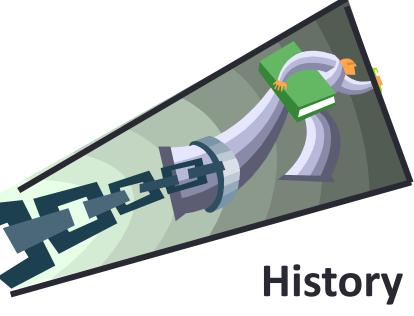


What is a Historic Context?

Describes significant aspects and broad patterns of development

Built Environment





of an area's history and cultural development.

ARCHEOLOGY AND HISTORIC PRESERVATION:

Secretary of the Interior's Standards and Guidelines
[As Amended and Annotated]

Contents

Standards & Guidelines for:

Introduction

Preservation Planning

<u>Identification</u>

<u>Evaluation</u>

Registration

Note on Documentation and Treatment of Hist. Properties

Historical Documentation

Architectural and Engineering Documentation

Archeological Documentation

Historic Preservation Projects

Qualification Standards

Preservation Terminology

× print

Agency: National Park Service, Department of the Interior. Action: Notice.

Summary: This notice sets forth the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation. These standards and guidelines are not regulatory and do not set or interpret agency policy. They are intended to provide technical advice about archeological and historic preservation activities and methods.

Dates: These Standards and Guidelines are effective on September 29, 1983.*

*[The National Park Service has not republished "The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation" since 1983 (48 FR 44716). NPS has updated portions of the Standards and Guidelines. Where NPS has officially revised portions and published the revisions in the Federal Register, such as the Historic Preservation Project standards and the treatment definitions, we strike through the 1983 language and provide a link to the new material. Where the 1983 language is not current but NPS has not officially replaced it, such as the technical information, we strike through the out-ofdate materials. We then provide current technical information and links to NPS and partner websites where this information is available.

Language within brackets has not been published for effect in the Federal Register as a part of the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation.]

SOI Preservation Planning Standards



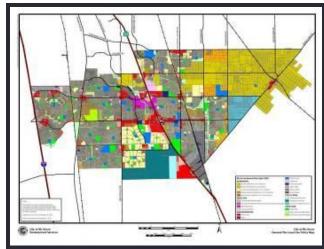
Standard I: Establishes Historic Contexts

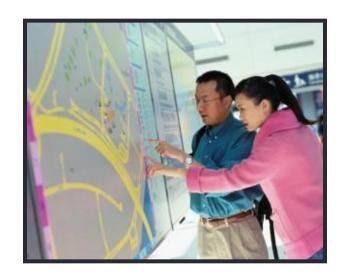


Standard II: Uses Contexts To Develop Preservation Goals & Priorities



Standard III: Preservation Planning Is One Element Of Larger Planning Processes





WHY DO WE NEED A HISTORIC CONTEXT?

- Resources do not exist in a vacuum.
- Land use patterns & the built environment are expressions of the ideas and cultural practices of individuals and groups in response to the climate, geography, economy, politics, technology and available resources in a particular locale.
- The significance of a resource can only be understood within its historical context.



"The development of historic contexts is the foundation for decisions about identification, evaluation, registration and treatment of historic properties"





"The use of historic contexts in organizing major preservation activities ensures that those activities result in the preservation of the wide variety of properties that represent our history, rather than only a small, biased sample of properties."







HISTORIC CONTEXTS

Tell the stories that explain

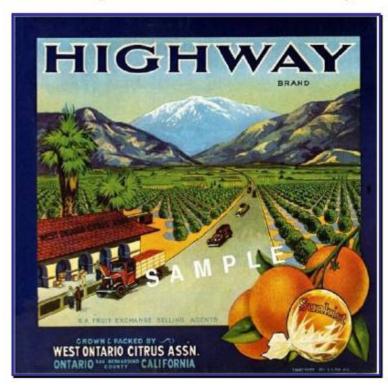
how,

when, and

why

the built environment developed or looks the way it does.

Historic Context for The City of Ontario's Citrus Industry



Prepared For:

City of Ontario Planning Department 303 East *B* Street, Ontario, CA 91764

Submitted to: Cathy Wahlstrom, Principal Planner

Prepared by:

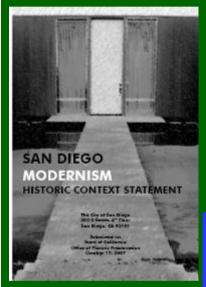


1611 South Pacific Coast Highway Suite 104 Redondo Beach, CA 90277

February 2007

Thematic Approach*

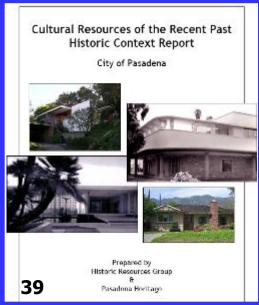
- Economic, Political, Social History
- Person or groups that influence character of area
- Architectural styles, building types, materials, methods of construction
- Geographic Approach*
 - Nation, State, Region, City,
 Community, Neighborhood
- Chronological Approach*
 - Prehistoric or Historic period



City of Riverside
Camp Anza/Arlanza
2006-2007
Certified Local Government Grant
Historical Resources Inventory
And Context Statement

Camp Cara
point to air

September 2007



* History = change over time; begin at the beginning, move forward in time...that does *not* mean start with the primal ooze!

HISTORIC CONTEXTS

- Identify significant themes and associated property types
- Make the case for historical significance
- Establish eligibility criteria and integrity thresholds
- Provide the rationale for preservation activities



Historic Context Statements



- Focus on property types.
- Permit identification, evaluation, and treatment of resources even in absence of complete knowledge of individual properties.
- Facilitate better understanding of the relative importance of resources for initial study as well as planning purposes.
- Identify additional Information Needs
- Recommend Preservation Goals and Strategies
- Evolve as additional information is acquired

Define eligibility and integrity thresholds

- Explain how to apply each of the four NR/CR criteria as well as local criteria for each of the important property types.
- Identify which aspects of integrity are most needed for the property type to convey its significance within the context.

To be eligible for the NR/CR/Local Registers under Criterion A as a historical resource associated with the Period of Stability, a single family dwelling must have been built between 1880 and 1900, be a clear example of the domestic architecture of the period and retain most or all of the character defining features.

It needs to retain integrity of location, feeling, design, materials and workmanship sufficient to convey its historic significance. Room-sized additions made to the rear, minor alterations that have not resulted in the loss of historic character defining features, and the replacement of materials in kind will generally not be considered a loss of integrity.

The "So What?" Test for Historic Contexts

- So what are the important facets of this community's history?
- So what are the important forces which shaped the current built environment?
- So what are the important property types associated with those themes?
- So what is the appropriate context for evaluation a particular resource
- So what characteristics does a resource need to have to be significant as a representative property type within its appropriate context?
- So what does this paragraph/section/map/ tell me that helps me to identify, evaluate, or appropriately treat a historic resource?

Historic Context Statements are not ...

- A chronological recitation of "important" events
- A list of community luminaries and alsotheres
- A comprehensive community history
- A writing exercise to demonstrate prodigious research, the ability to cite a myriad of primary and secondary resources, and write complex and confusing prose comprehensible only to professionals in the field.

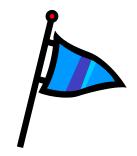
California Office of Historic Preservation – All rights reserved

HISTORIC CONTEXTS



Analytical frame work for decisions about the *identification, evaluation, registration* and *treatment* of historic properties

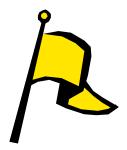
SOI Identification Standards



Standard I: Identification of Historic Properties Is Undertaken to the Degree Required To Make Decisions



Standard II: Results of Identification Activities Are Integrated Into the Preservation Planning Process



Standard III: Identification Activities Include Explicit Procedures for Record-Keeping and Information Distribution



Identification Standard I

Identification of Historic Properties is Undertaken to the Degree Required to make Decisions

Scope of Identification Activities depends on:

- Existing knowledge
- Goals for survey activities developed in planning process
- Current management needs
- Available resources

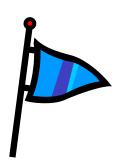


SURVEYS

Systematic process for

- Gathering information about a community's historical resources.
- Identifying and
- Evaluating the quantity and quality of historical resources for land-use planning purposes.





IDENTIFICATION

 Identify the kinds of historic properties within the surveyed area

Identify potential historic districts

Identify where no historic resources are present

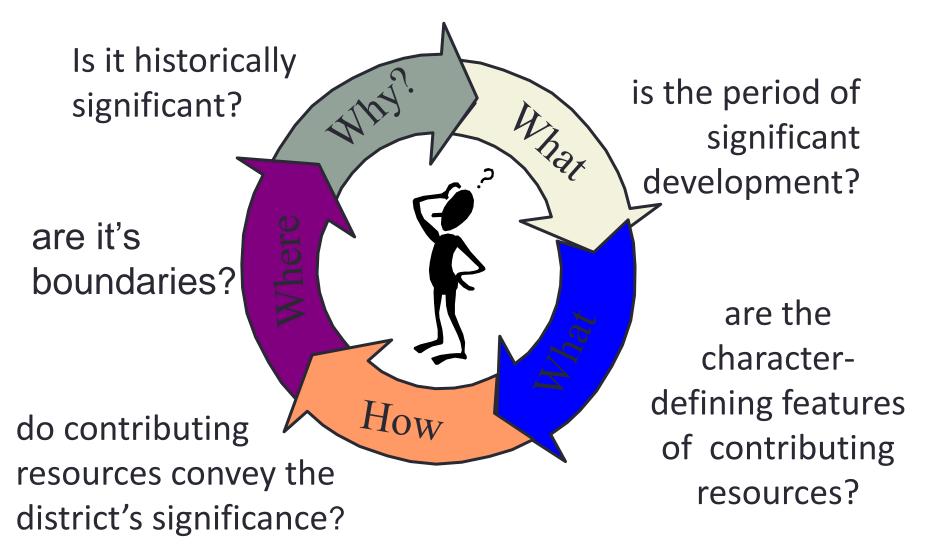
 Identify properties that do merit further attention

 Identify potentially significant individual buildings or areas which merit further identification and evaluation

Historic Districts

- A district is a resource type
 - Significant concentration or continuity of sites, buildings, structures, or objects unified historically or aesthetically by plan or physical development
- Can reflect several interrelated activities
- Can be composed of a wide variety of resources
- Significant within a particular Historic Context
 - Theme, Period of Significance, Geography
- Boundaries based on shared relationship among the properties which
 - Contribute to the significance of the district
 - Retain integrity

Is there a concentration of resources related by plan or development?



SURVEYS PROVIDE CLUES

- What resources exist?
- Where are the resources are located?
- What are the character defining features?
- Why are they significant?
- Have they retained integrity?
- How does each need to be considered in planning?

Revisit, Reevaluate, Update



SOI Evaluation Standards



Standard I: Evaluation of the Significance of Historic Properties Uses Established Criteria



Standard II: Evaluation of Significance Applies the Criteria Within Historic Contexts



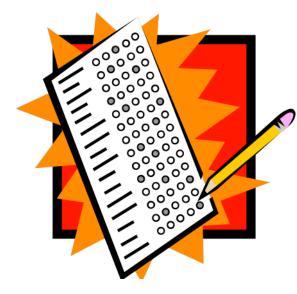
Standard III: Evaluation Results in A List or Inventory of Significant Properties That Is Consulted In Assigning Registration and Treatment Priorities

Evaluation Standard 1

Evaluation of the Significance of Historic Properties Uses Established Criteria

Evaluation is the process of determining whether identified properties meet defined criteria of significance.

- National Register Criteria
- California Register Criteria
- Local Criteria
- CEQA



National Register

- Buildings, Structures, Objects,
 Sites, Districts
- Local, State, or National significance
- in American history, architecture, archeology, engineering, and culture
- *Less than 50 years old, needs to meet special criteria considerations

California Register

- Buildings, Structures, Objects, Sites, Districts, Area, Place, Record, or Manuscript
- Historically or Archaeologically significant
- Significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California.
- * NO 50 year rule: ...if sufficient time has passed to understand its historical importance

8.9.2 Criteria for Local Significance

The Criteria for Local Significance were adopted on April 20, 2004, by the City of Santa Clara City Council.

Qualified Historic Resource

• Any building, site, or property in the City that is 50 years old or older and meets certain criteria of architectural, cultural, historical, geographical or archeological significance is potentially eligible.

Criterion for Historical or Cultural Significance

- To be historically or culturally significant, a property must meet at least one of the following criterion:
- The site, building or property has character, interest, integrity and reflects the heritage and cultural development of the city, region, state, or nation.
- The property is associated with a historical event.
- The property is associated with an important individual or group who contributed in a significant way to the political, social and/or cultural life of the community.
- The property is associated with a significant industrial, institutional, commercial, agricultural, or transportation activity.
- A building's direct association with broad patterns of local area history, including development and settlement patterns, early or important transportation routes or social, political, or economic trends and activities. Included is the recognition of urban street pattern and infrastructure.
- A notable historical relationship between a site, building, or property's site and its immediate environment, including original native trees, topographical features, outbuildings or agricultural setting.

Criterion for Architectural Significance
Criterion for Geographic Significance
Criterion for Archaeological Significance

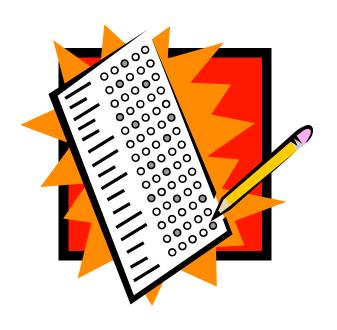
CEQA Criteria

- · (mandatory) Resource listed in or determined eligible by the SHRC for listing in the California Register
- · (presumed) Resource included in a local register of historical resources, or
- · (presumed) Resource identified as significant in an historical resources survey (status codes 3-5) shall be presumed to be historically or culturally significant
- · (discretionary) Any B,S,O,S,A,...which a lead agency determines to be historically significant...



EVALUATION

- What context and property type does the resource represent?
- Is it a contributor to a district?
- What criteria apply?
- What is its significance?
- Does it have the expected character-defining features for its type?
- Does it possess the integrity characteristics for its property type within the defined context?
- Is the resource significant under multiple contexts/multiple periods of Significance?



Evaluating Significance & Integrity

 "Historic properties either retain their integrity or they do not" (NR Bulletin 15)

- Critical relationship exists between significance and integrity
- Integrity is contingent upon
 significance; the integrity of a given
 property cannot be evaluated until its
 significance has been determined
- It is possible for a property to be significant under more than one of the criteria, but to retain integrity only under one.





Evaluation Results in a List or Inventory of Significant Properties That Is Consulted In Assigning Registration and Treatment Priorities



- Document all historic buildings, structures, sites, objects and potential districts in sufficient detail to allow for informed land use planning decisions.
- Define essential physical features, also called character-defining features, that must be present to represent the property's significance.
- Results in an *inventory* of significant properties. Inventories to be maintained and updated regularly

NOTE: SURVEY DOCUMENTATION IS **NOT** DESIGNATION)



Inventory

- Summaries of important historic contexts
- Descriptions of significant property types.
- Results of surveys
- Information on individual properties evaluated including those demolished, altered, and not significant
 - Context
 - Description and boundaries
 - Significance statement

NOTE: *Inventory* and *Register* are not necessarily the same thing.





Evaluation Standard IV

Evaluation Results Are Made Available to the Public

- Computer-assisted databases
- Inventories to be maintained and updated regularly
- Safeguard sensitive information (archeology sites)



Planning Standard II:

Uses Contexts To Develop Preservation Goals And Priorities

GOALS

- Preservation of existing character?
- Preserve historic fabric materials?
- Promote compatible infill?
- Provide Incentives?
 - Federal Tax Credit Program
 - Mills Act
 - Local preservation incentives
- Heritage Tourism?
- Local Branding/Marketing?
- Build Public Awareness?

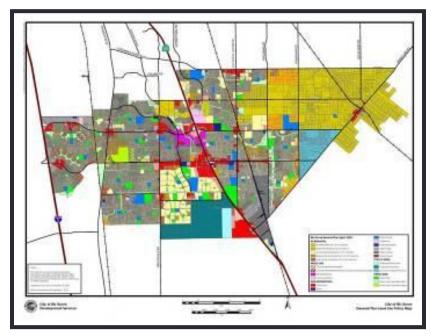
TOOLS

- Design Guidelines
- Historic Preservation Overlay Zone (HPOZ)
- Conservation District
- Incentives
 - Tax abatements
 - Reduced fees
 - Streamline processes
 - Variances
- Registration Historic District
 - Local Ordinance
 - California Register
 - National Register
- Educational Programs



Planning Standard III

Results of Preservation Planning Are Made Available for Integration Into Broader Planning Processes





CONTEXTS & SURVEYS Provide Direction for Preservation Planning

Revitalization

Incentives

Design Guidelines

General Plan Element

Specific Plans

Registration

Infill & Community

Development

Adaptive Reuse

Affordable Housing

Heritage Tourism

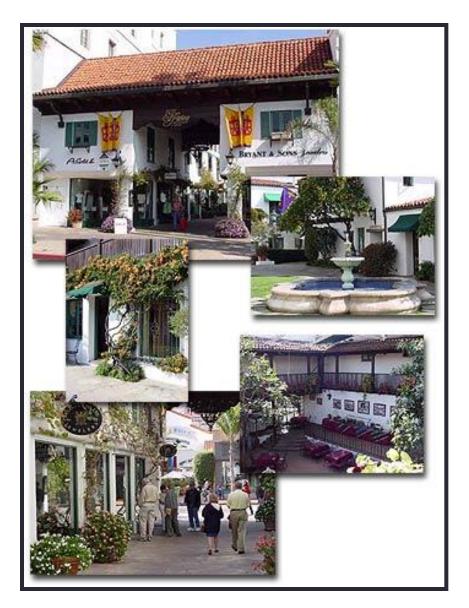
Project Review

Ordinances

NR Multiple Property Submission

Transportation & Infrastructure

Disaster Planning & Response

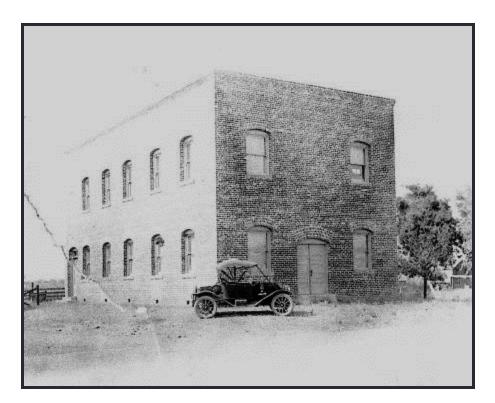


WHY PRESERVE?

Historic preservation has many advantages, but most of all, it's simply a matter of good sense. It's smart to protect older buildings and neighborhoods because they're good to look at, they're useful, and they help us understand ourselves as individuals and as a nation.

www.nationaltrust.org/primer/10wa
ys.html

Preservation is inherently an act of sustainable design and...sustainable design is not just about how to make a new building and pass it on to future generations.





It's about the ability to use resources wisely & to create places of enduring value to society – places that can be utilized by many generations.

CALIFORNIA SOLAR RIGHTS ACT

GREEN BUILDING CODES

GREEN PRESERVATION IN THE NEWS

GREEN RATING SYSTEMS & HISTORIC PRESERVATION

LEGISLATION, POLICIES, ORDINANCES

LIFE CYCLE COST ACCOUNTING

PRESERVATION CASE STUDIES

SUSTAINABILITY INFORMATION RESOURCES

WINDOW REPAIR &
RETROFIT: STUDIES &
RESEARCH

SUSTAINABILITY

SUSTAINABILITY

The accepted definition of sustainability from the U.N. World Commission on Environment and Development's 1987 report, "Our Common Future" is that sustainability involves "meeting the needs of the present without compromising the ability of future generations to meet their own needs." The intersection of sustainable design and historic preservation would seem a natural alliance.

Older and historic buildings comprise more than half of the existing buildings in the United States. Retention and adaptive reuse of these buildings preserves the materials, embodied energy, and human capital already expended in their construction. The recycling of buildings is one of the most beneficial "green" practices, and stresses the importance and value of historic preservation in the overall promotion of sustainability.

OHP promotes energy and resource conservation in historic buildings and believes this can be accomplished responsibly without compromising the qualities that define their intrinsic historic character. This web page intends to further the discussion and provide examples of sustainability in preservation.

OHP Review of Green Preservation Projects: An Approach

Much new material has been added to the CA OHP Sustainability web site, including three new pages: Green Rating Systems and Preservation, Green Building Codes, and Historic Home Retrofits. New material can also be found on:

- · New articles and speeches in "Preservation in the News".
- The White House "Recovery through Retrofit" Report, the Pocantico Declaration, and other policy material in 'Legislation Policies Ordinances'.

Historic Preservation is ...



"Simply having the good sense to hold on to things that are well designed, that link us with our past in a meaningful way, and that have plenty of good use left in them...it is as much concerned with building the future as with holding on to the past."

Richard Moe, President, NTHP

For More Information:



- Office of Historic Preservation <u>www.ohp.parks.ca.gov</u>
- Archeology and Historic Preservation: Secretary of the Interior's Standards and <u>Guidelines</u> for Planning, Identification, Evaluation, and Documentation of Historic Resources
- "Guidelines for Local Surveys: A Basis for Preservation Planning," National Register
 Bulletin 24,
- How to Apply the National Register Criteria for Evaluation National Register Bulletin #15
- <u>"How to Complete the National Register Multiple Property Documentation Form"</u>
 National Register Bulletin #16 B.
- Defining Boundaries for National Register Properties
- National Trust- Historic Preservation & Sustainability
- Donovan D. Rypkema, "Downtown Revitalization, Sustainability, and Historic Preservation"
- Richard Moe, <u>"Sustainable Stewardship: Historic Preservation's Essential Role in Fighting Climate Change"</u>